(*iv*) The decision as to the establishment of such camps must rest with the Collector, but once the decision is reached the management should be undertaken by the Agricultural Department on a budget prepared by the latter and approved by the Collector. The budget having been approved, the money both for the opeing of the camp, the purchase of cattle, and the current expenditure should be placed at the disposal of the officer designated as manager by the Director of Agriculture.

(*v*) For the successful working of cattle camps they should be established early in the scarcity or famine at least by the beginning of December. Young cattle (with the teeth perfect) only should be purchased as experience has shown that emaciated older animals rarely recover properly. Cattle should be purchased in any case, if possible, before serious emaciation has taken place.

APPENDIX XII

(*Vide* sections 225 and 234 of the Code)

Policy to be followed in making advances of takavi during scarcity or famine

The following general instructions are approved by Government for the guidance of district officers in making advances of takavi during scarcity or famine.

1. Experience gained during the scarcities and famines which have occurred during recent years has gone to show that the policy of making advances of takavi on a liberal scale, as a method of relief of distress in affected districts, which was laid down in the previous Famine Relief Code, and repeated on pages 32 and 33 of the Takavi Manual, is apt to lead to results which are not in the real interest of the borrowers themselves in some cases, and that in view of the financial responsibilities imposed on Government by the reformed constitution there is now need for some revision of the views hitherto held on the subject. It has generally been assumed that a liberal distribution of takavi at an early stage of the distress caused by scarcity or famine is one of the most effective and cheapest forms of relief available and that even if bad debts are incurred, the loss so entailed is likely to be far less serious than would have ensued if takavi had been restricted and gratuitous relief given on a larger scale or relief works opened which might not have been necessary if the people had been able to obtain takavi loans freely. Similarly for the protection of cattle the policy followed hitherto has been to import large quantities of fodder into affected areas and to advance takavi freely to cattle-owners to enable them to purchase it and thus keep their cattle alive through the period of scarcity or famine. It has also been assumed that by making liberal and prompt advances of takavi Government puts heart into the people, and by keeping money in circulation and giving opportunities for private works such as digging and improvement of wells, employment is provided for those who need it which would otherwise not be available.

2. Government are not even now prepared to assert that the assumptions on which the policy hitherto followed in respect of takavi as a form of relief is based are fallacious, or to deny that a liberal takavi policy can and should be adopted as a useful means of fighting scarcity and famine.

But in employing takavi as a means of famine relief a District Officer must carefully consider the general economic condition of the district in which he is serving. In districts where the cultivators generally are prosperous and have good credit, and which owing to their geographical situation are not liable to continual recurrences of bad seasons a liberal takavi policy is probably the soundest method of relieving distress. On the other hand, in districts where the people's credit is low, and which are liable to frequent failures of the monsoon, a more conservative policy in regard to takavi should be adopted, and the greatest care should be taken not to allow the cultivators to incur a burden of debt disproportionate to their assets, and beyond their capacity to repay within a reasonable period. Where it is feasible, loans on the joint-bond system for works such as dams across streams to hold up water either for irrigation or to raise the sub-soil water in adjoining wells, or for constructing a series of tals in sloping land on a hillside, or for any other purpose likely to be of real value to the community as a whole are preferable to any other form. Loans to individuals for digging new wells or deepening or cleaning out existing wells are of value both to the borrower and to the people to whom he can give employment, but there is always the risk that an adequate supply of water may not be tapped and unless the man's credit is sufficiently good to enable him to run the risk of failure, a loan for these purposes is of doubtful advantage to him. Loans for well-gear and fodder for the cattle required by holders of bagayat land who possess wells with good supply of water are always useful in time of scarcity and should be given freely. Loans for purpose of fodder alone to non-bagayat holders are of more doubtful value unless the borrower is a well-to-do man, whose cattle are worth preserving, or in tracts where it is essential to preserve breeds of cattle which are in danger of extinction or serious diminution unless fodder is made available by advances for loans for the purchase of it. Unless advances for purchase of fodder are made with care and discrimination it will often be found that the borrower has incurred a debt for the fodder

purchased by him much beyond the value of the cattle which he has maintained on it through the famine, and that he would have been far better off if he had sold his cattle immediately scarcity was inevitable for what they would fetch, and purchased the bullocks absolutely necessary for cultivating his land after the break of the monsoon. If advances of takavi are made on a too liberal scale for purchase of fodder the total takavi outstandings in the district and in the whole Presidency are unduly inflated. It is advisable as far as possible to encourage cash purchases of Government grass and restrict advances of takavi for fodder to bagayat holders only, or to really well-to-do people who have good cattle worth preserving. Advances for purchase of bullocks in the next cultivating season after a period of scarcity are both necessary and advisable. Small loans for purchase of seed are of more doubtful value. Experience shows that in the most famine stricken tracts the land is always sown after the severest famine even if takavi advances for seed are not given freely. Such advances then taken ostensibly for purchase of seed are generally utilized for maintenance only. Loans admittedly for maintenance (*khavti*) should be advanced very sparingly in all districts and should be confined as far as possible to holders of bagayat lands, who find it difficult to maintain themselves during the period between sowing and harvesting their crops. Other cases in which takavi for maintenance is advisable are very few indeed.

3. When takavi loans are given on the joint bond system or to individuals for large works such as building dams across streams, putting up *tals* along a sloping hillside, or works of similar nature which require careful selection of sites, preparation of plans and expert supervision while they are being carried out, the officer granting the loans must insist that the borrowers agree to have the site and plans approved by the Executive Engineer and the works supervised by the local Public Works Department officers before any money is actually advanced to them. In such cases where the work is of real value to the borrowers or to the community and is likely to afford needed employment in the locality, the fees usually charged by the Public Works Department for supervision, &c., shall be waived.

4. In order to expedite the distribution of takavi during scarcity or famine, it is usually the practice to confer enhanced powers under the Takavi Act on Mamlatdars and Relief Head Karkuns. While it is essential that loans of takavi, which are really needed by the people and are likely to be of advantage to the borrowers or to the people employed by them, should be advanced with as little delay as possible, care should at the same time be taken to select only those officers among the Mamlatdars and the Head Karkuns for the conferment of enhanced powers, who can be trusted to exercise them with discretion. In no case should any officer below the rank of a Sub-Divisional Officer be allowed to advance takavi for maintenance and enhanced powers for advancing loans under the Land Improvement Act should not as a rule be given as freely as enhanced powers under the Agriculturists' Loans Act. The work of all officers to whom enhanced powers of advancing loans have been given should be carefully watched by the Collector and the Sub-Divisional Officer, and any tendency on the part of these officers to grant loans extravagantly or without due discretion should immediately be checked by them.

APPENDIX XIII

(*See* section 235)

Utility of temporary dams in streams to prevent waste of water in years of deficient rainfall

In places in which there is a very heavy rainfall confined to about four months followed by eight months of drought it is a matter of importance to retard the flow of water to the sea as much as possible and to retain all that can be retained through the dry season. Even in ordinary years considerable improvement can be made in the hot weather water-supply, if small sums of money are spent in erecting a series of temporary dams soon after the rains in each of the chief streams and rivers in the neighbourhood of which water fails in the dry season. The necessity and importance of such measures are greatly enhanced when the rain fails.

2. The utility of these dams is not to be measured merely by the amount of water they hold up in the streams themselves, the general raising of the water level of the neighbourhood is also an incidental advantage. The impoundment of water at numerous places along a river reduces the force of the torrent and consequently the washing away of soil further down. On the other hand, the dams may keep back from the lower villages water that would have come to them had there been no dams; but the complaint will come only from those who neglect to make dams for themselves, and anyhow they probably gain considerably by the gradual percolation of the water held up at the higher level.

3. One more advantage of the construction of dams in years of scarcity is that it provides labour for the class of people who are first hit by a famine—the day labourers who are usually employed in harvesting crops. Moreover, it supplies them with labour